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# A MANUAL

FOR

# REGIONAL DEFENSE COUNCILS

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## SECTION I

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VIRGINIA DEFENSE COUNCIL  
COMMONWEALTH OF VIRGINIA  
RICHMOND  
1941

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## FOREWORD

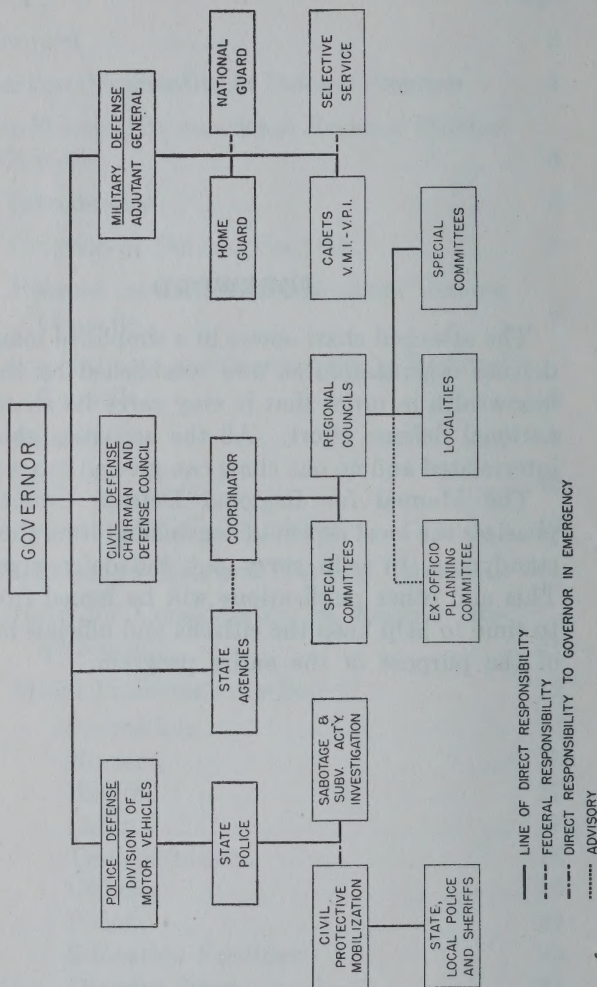
The attached chart shows in a simplified manner the defense organization as now established by the Commonwealth in order that it may carry its share of the national defense effort. All the activities shown are interrelated and no one chart can give an exact picture.

The Manual for Regional Defense Councils emphasizes the local aspect of organizing, from the State's standpoint, to help carry out the defense program. This and other publications will be issued from time to time to help keep the citizens and officials informed of the purpose of the entire program.

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ORGANIZATION FOR DEFENSE PROGRAM  
COMMONWEALTH OF VIRGINIA  
AS OF JANUARY, 1941



# **Manual for the Regional Defense Councils of the Commonwealth of Virginia**

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## **SECTION I**

### **A. INTRODUCTION**

This manual is to be issued in sections from time to time, by the Virginia Defense Council, and when complete will serve the Regional Councils as a book of suggestions on operating procedures. Section I has been prepared to give an over-all picture of the Commonwealth's organization for defense and to help guide the Regional Councils in their work. It is felt that much valuable time in a period when time is precious can thus be saved. This manual cannot answer more than a few questions or do anything other than offer general suggestions and cite various specific examples; it will be the responsibility of each region to work out its own procedures and to take the lead in solving its own problems.

### **B. CREATION OF DEFENSE COUNCILS**

The Advisory Commission to the Council of National Defense was created for the purpose of coordinating and expediting the national defense program from the standpoints of production, labor, raw materials, purchasing, and prices. It assists from the civilian angle the military agencies in their job of rearming the country. It is part of their job to gear the armament and related production program into the peace-time production machinery. The

Commission was created in order that this tremendous job of expansion might be done in such a manner as to get the maximum results with a minimum of disturbance and interruption. The success of the whole rearmament program depends upon the smooth and orderly mobilization of the civilian production capacities. Similarly the Virginia Defense Council was created to aid the National Defense Council and to speed national defense by helping to mobilize the State's resources and by assisting in easing the impact of the program on the State. The Regional Defense Councils are created to help handle the problems brought about by the defense activities in each region. The National Council must deal with the program in national terms; the program is too vast for them to handle other than in such terms as the national steel capacity, the general price structure, priority as between peace-time and war-time orders, and so forth. The states, in a like manner, are forced in most cases to deal in terms which though more specific are still general. The regions, on the other hand, can and should think and work in detail on specific problems. For example, the Regional Council can determine if housing, school, recreation, and other facilities are adequate in its jurisdiction. If they are not, then the Councils' job is to find out how many houses, how many teachers and school buildings, how much equipment, or how many and what kind of recreation facilities are needed.

The Advisory Commission to the Council of National Defense is headed by a four-man council and is organized into various sections. The Division on State and Local Cooperation, headed by Mr. Frank Bane, is the contact agency for the State and Regional Defense Councils. The Virginia Defense Council, which has offices in Richmond, is composed of twenty-one members and a Coordinator, all of whom are appointed by the Governor.



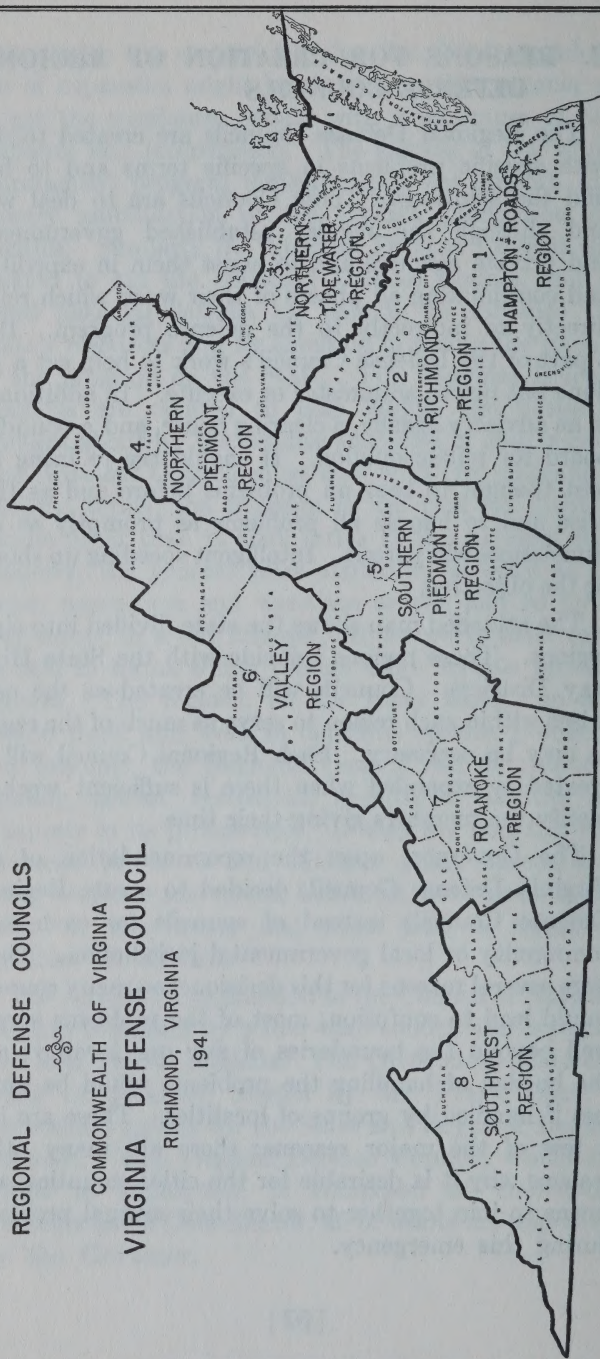
### C. REASONS FOR CREATION OF REGIONAL DEFENSE COUNCILS

The Regional Defense Councils are created to deal with specific problems in specific terms and to help find the solutions. These Councils are to deal with and through the regular established governmental and private agencies and to assist them in expediting and coordinating all phases of their work which relate directly or indirectly to the defense program. It is a part of the Defense Council's work to help get a job done but not to administer or execute. In addition, it is an advisory agency, a clearing house, and a sounding board for public opinion. It should try to bring the best thought to bear on problems before and as they arise and to handle all problems as promptly as circumstances will permit. Intelligent speeding up should be the objective.

The attached map shows the state divided into eight regions. These regions coincide with the State Highway Districts. Councils will be created as the need arises within each region to serve as much of the region as may be necessary. Each Regional Council will be created or expanded when there is sufficient work to justify the members giving their time.

The Governor, upon the recommendation of the Virginia Defense Council, decided to create Regional Defense Councils instead of councils for each local community or local governmental jurisdiction. There were several reasons for this decision: too many councils would lead to confusion; most of the problems spread well beyond the boundaries of any one locality; and the burden of handling the problems would be much less if handled by groups of localities. These are but a few of the major reasons; there are many other reasons why it is desirable for the cities, counties, and towns to join together to solve their mutual problems during this emergency.

BOUNDARIES  
OF  
REGIONAL DEFENSE COUNCILS  
OF  
COMMONWEALTH OF VIRGINIA  
VIRGINIA DEFENSE COUNCIL  
RICHMOND, VIRGINIA  
1941





## **D. APPOINTMENT AND ORGANIZATION OF REGIONAL COUNCILS**

The Regional Councils are appointed by the Governor and are composed of representative officers of the local governments and others recognized for their ability and leadership in the communities. All Council members serve without compensation. The Governor designates the chairman, but each Council selects its Vice-Chairman, Secretary, and such other officers as it may desire. The adoption of by-laws or other procedures is left to each Council. Simplicity of both organization and procedures is urged.

## **E. FINANCES**

Expenditures by the Regional Councils must be kept to a minimum. Except where there are defense activities in the Region which have brought about specific problems, there should be no cause for any but very small expenditures. In areas where there are no defense projects, letter-heads, some office supplies, and postage should be all that would require cash outlays. Local contributions and donations should cover these items.

In sections where defense activities are extensive and the problems are of such a nature as to require a full time staff, the work may be jointly financed by contributions from the State and the localities. The State can spend funds only through authorized State agencies, such as the Port Authority in the Hampton Roads region and the Virginia Polytechnic Institute in the Radford region. Any funds jointly provided by the State and localities must be deposited in the Treasury of the Commonwealth to the credit of the Regional Council. The funds contributed from localities or private sources are then expended only upon authorization of the Regional Defense Council to whose credit they are deposited. It is suggested

that quarterly statements of expenditures be made to contributing agencies and officials. The State Division of the Budget will assist, where necessary, in establishing financial procedures.

## **F. STAFF**

The same principle as set forth regarding finances should apply to the question of staff assistance. No salaried employee, whether full- or part-time, should be employed unless the work so demands. It is not the purpose of these organizations to create jobs or to "make work". Whenever part-time or even full-time services are necessary, the use of "dollar a year men" and employees of civic clubs and regular public agencies should be explored to the utmost.

In some instances it will be necessary for Regional Councils to appoint a full-time Executive Officer, a stenographer, and perhaps other assistants. The full-time staff should be kept to a minimum. The system as practiced by the Federal and State Councils of obtaining the loan of technical services from regular public and private agencies and organizations should always be used to supplement the staff. The W. P. A. can give some assistance through a state-wide project sponsored by the State Planning Board.

## **G. APPOINTMENT OF COMMITTEES**

The Regional Councils may appoint such regular or temporary committees as may be needed. It is suggested that an executive committee be appointed and authorized to act between full council meetings. Committees dealing with Health, Housing, Highways, Welfare, Vocational Training, Industrial Facilities, and other subjects can be appointed as they are needed. These committees should be created on a regional basis, that is, one "Committee on Housing" for the entire region. The creation of committees on the

basis of the boundaries of the localities should be avoided. Special conditions surrounding a particular problem may make such a local committee organization necessary for the solution of that problem. But since the Regional Councils were appointed to avoid the creation of numerous local committees, regional committees should be used if possible. Membership to these committees need not be limited to the Council members. Excellent service can be obtained through appointing technically trained and experienced persons to serve on special committees. The local public and private agencies might be called upon to assign from their staffs on a temporary or part-time basis professional and technical employees to assist the committees.

## **H. RELATION TO STATE AND NATIONAL COUNCILS**

The Regional Councils are to keep the State Council informed of their activities through copies of important correspondence, minutes of meetings, and any activity reports to members and interested agencies. In addition, requests for assistance from State agencies should be cleared through the State Defense Council wherever such action is not impractical. It is always preferable to have the regions deal with the National Defense Council through the State Council. If the nature of the problem is such that this would cause undue delay, the State Council should be informed of any action as soon as possible.

## **I. NEED FOR CONSIDERATION OF REGIONS' REQUIREMENTS**

One of the most important and at the same time difficult jobs the Regional Councils will face is to think in terms of the entire region and the effect that the program will have on the region. While speed is es-



sential, it is not to be forgotten that the people of the region will have to live with the results after the emergency is over. The Federal Government has said very aptly, "If a long-time view can be given to the location of highways, housing units, schools, hospitals, recreational areas, and other facilities, it will be helpful."

A road, for example, that is located to serve only during the emergency will have a limited value after the emergency is over. The same road located so it will serve not only during the emergency but also the entire region afterward will have a double value. For this reason the Councils should begin as soon as possible studies to determine the long-term needs of their regions. They should develop plans to meet these needs and to provide a basis upon which emergency developments can be evaluated in terms of their effects on the future of the regions. These plans should be developed along with **but not at the expense of** the regular work on the defense program.

It is suggested that the Regional Councils encourage the creation of local planning commissions as provided under Sections 2773(80) and 3091(28) of Michie's Code. These commissions could serve the Councils both in collecting information and in preparing long-range plans. This would permit the Councils to devote their main energies to specific problems at hand and at the same time would not delay the preparation of the plans. The chairman or other representatives from the Commissions could be designated as the Committee on Regional Planning of the Regional Council.

## J. MAJOR PROBLEMS TO BE SOLVED

One of the first jobs that must be undertaken by each Regional Council is the determination of the most urgent problems confronting the region. The

regions will have similar problems, but they will vary from region to region in urgency and in extent. The most urgent will have to be tackled first and handled as quickly as possible. Some might be so urgent as to require purely expedient or makeshift handling. A part of the work of the Councils will be to try to foresee these and to handle them in a sound, conservative, well planned manner.

Every effort should be made by the Councils to avoid becoming involved in questions which are partisan in nature and have no direct bearing on the defense program of the region.

The types of problems that will confront the Councils will be almost unlimited, but in order to avoid undertaking an overwhelming task, it will be necessary to select the two or three most pressing and to concentrate on them. The ten general types of problems most likely to be met first are listed below; this listing does not necessarily reflect the order of importance or urgency:

Recreation	Utilities
Housing	Police—traffic control
Health and medical care	Education facilities
Labor	Disaster plans
Transportation	Food supply

These problems should not be considered as separate and unrelated to each other.

After it has been decided what specific problems are of particular urgency in the region, a schedule of work to be done and a plan of action should be established. As far as possible, definite dates for the beginning and completion of particular work should be set up well in advance. The work should then be programmed in terms of available staff, funds, time and other factors. The dates set or the time schedule for the completion of the various parts of each job as well as

for each job itself should be followed closely. Specific goals must be set and the work of the entire organization must be directed towards reaching those goals within the time set. Any other procedure will lead to failure to obtain the best results from the efforts of the organization, and thus, to failure in whole or in part to reach the objectives or goals set. The scheduling of the work in this manner is of extreme importance to an agency such as a Regional Defense Council which does not have its own staff to do a job but must work through other agencies. And through agencies which are often unrelated and working in widely different fields.

A more detailed statement or memorandum will be prepared covering each of these problems and others as rapidly as they can be analyzed. The Virginia Defense Council will obtain the services of an experienced person to prepare each memorandum and to assist the Regional Councils in using it. For immediate use a listing of each problem and brief suggestions as to the agencies that can serve the Regional Councils are all that can be given.

**Recreation.** The Federal Government has stated that the responsibility for recreation facilities and programs on all Federal Government property is that of the Federal Government, and that all recreation programs and facilities outside of Federal properties must be provided by the localities. That is, the burden of providing most of the evening and week-end recreation for soldiers, sailors, trainees, and defense workers must be borne by the localities. It is suggested that recreation needs be met by expansions of existing facilities and that everything be designed to make the men and families feel at home and a part of the community. To state it differently, elaborate and expensive programs and proposals for expensive construction of recreation centers should be avoided.



Dances, athletic contests, information centers, plays, and the like will serve far better and even those should be planned in small units. Almost every school has an auditorium, gymnasium, stage, or some equipment that can be of value in the recreation program. An inventory or listing of existing civic clubs and recreation facilities and programs and studies as to how they can be made to serve will uncover many possibilities. The National Recreation Association has recently issued a report entitled "Schedule for the Appraisal of Community Recreation" that should prove very helpful in making such an inventory.

The Federal Security Administrator has been designated as the Defense Coordinator for problems relating to health, welfare, nutrition, education, and recreation, affecting national defense. A Regional Advisory Council will be established for each of the twelve Social Security Board Regions. The Regional Director of the Social Security Board will serve as the Regional Defense Coordinator for each region. He also will serve as Chairman of the Advisory Council and as contact man with the State Defense Councils in his region.

**Federal Agencies:**

Federal Security Agency  
National Park Service  
Work Projects Administration

**State Agencies:**

State Department of Conservation

**Private Agencies:**

National Recreation Association, 315 Fourth  
Avenue, New York

**Housing.** The need for housing can be determined by obtaining information on employment from the agencies handling the defense projects in each region. In addition to the houses themselves, the adequacy

of water, sewerage, electricity, transportation, schools and other facilities should be examined. The houses should be designed so they can be rented at a level that the workers can afford. Fly-by-night real estate development and speculative subdivisions should be discouraged. Profiteering on rent should be discouraged by every means possible; fair rents should be encouraged.

The office of the Coordinator of Defense Housing has issued a memorandum entitled "Guide to the Organization and Operation of Homes Registration Offices".

The principal purposes of the Homes Registration Offices will be to establish a central file on available housing facilities and:

- (a) To refer applicants directly to available rooms or family dwelling units;
- (b) To furnish information to the Defense Council and other agencies which will help make available every dwelling place; and,
- (c) To furnish regular reports to the Office of the Coordinator of Defense Housing and to the Regional Defense Council so that the construction of necessary additional housing facilities will be assured.

The procedure as outlined by the memorandum is extremely elaborate. Individual localities may find it necessary to simplify the program to meet the local needs.

This work will require the active cooperation of the Regional Councils.

Federal Agencies:

Federal Housing Administration  
United States Housing Authority  
Office of Defense Housing Coordinator

State Agencies:

State Board of Housing

State Planning Board

Private Agencies:

National Association of Housing Officials, 1313 E.  
60th Street, Chicago: "Defense Housing  
Digest"

**Health.** There are many problems pertaining to health: control of communicable diseases, sanitation in urban and rural areas, sanitation of food establishments, hospital facilities, clinics, nursing and medical care, purity of water, community sewage disposal, mosquito control, and others must be faced. Large concentrations of population and the resulting overcrowding can create acute health problems that normally would not have to be considered. See last paragraph under "Recreation".

Federal Agencies:

Federal Security Agency

U. S. Public Health Service

State Agencies:

State Department of Health

Local Agencies:

Local Health Officers

**Labor.** The adequacy of the different skills of labor, when and where they will be needed, is an extremely important part of the defense problem. A census of defense projects should give a fairly good idea of the future demands. Vocational training programs should be designed to help train the workers as they are needed. Periodic urging of all workers to register with the State Employment Service will help obtain the maximum use of all trained workers and to see that training and experience are put to proper use.



### Federal Agencies:

Department of Commerce, Bureau of the Census  
Office of Production Management, Labor Division

### State Agencies:

Unemployment Compensation Commission  
Department of Labor and Industry  
Department of Education, Division of Trade and  
Industrial Education

**Transportation.** The subdivisions under transportation are rail, water, highway, and air. Except for spurs and the like, the locations of railroads are fairly well fixed. Water transportation likewise needs study mainly from the standpoints of terminal facilities and the coordination of services for the boats. Highways need to be studied to determine the adequacy of the present roads: are they wide enough; are divided lane highways needed; are access roads sufficient, particularly for the workers; what traffic hazards, grade crossings and sharp curves need to be eliminated; should special heavy duty roads be set aside; and should special limited access "military highways" be constructed. It might be desirable, in some cases, to leave an inadequate road as it is and build a separate military road. This would avoid the delay of traffic by construction.

One of the most pressing needs in Virginia today is an adequate up-to-date airport system. Regional Councils can foster regional airports to serve several towns and cities. The State Planning Board, in collaboration with the Aeronautic Division of the State Corporation Commission, has prepared a state-wide air-port plan. This should prove valuable as a basis for reviewing local airport needs. The plan, however, was developed several years ago and some of the details may need revision, particularly as they apply to each airport. Recent developments, both in air-port design and in local needs, should be studied.

In many sections the coordination of air, rail, highway, and water transportation is greatly lacking. Delays in transferring from one to another or between the same types of transportation add to the general confusion and cause further delay and annoyance.

Federal Agencies:

- Public Roads Administration
- Civil Aeronautics Authority
- Interstate Commerce Commission
- Maritime Commission
- National Defense Advisory Commission, Transportation Division

State Agencies:

- State Highway Department
- State Corporation Commission
- Aeronautic Division
- State Port Authority

**Utilities.** In every section utilities will need to be reviewed for adequacy and in many cases expanded. **In all cases vital utilities should be protected against physical damage. It is the responsibility of the individual companies and localities to protect their utilities.** New homes, schools and industries, all call for utilities and plans should be made to supply the need wisely. Over-expansion should be guarded against just as carefully as should inadequacy.

Federal Agencies:

- Rural Electrification Administration
- Federal Power Commission
- Interstate Commerce Commission
- Securities and Exchange Commission

State Agencies:

- State Corporation Commission
- State Department of Health
- Division of Sanitary Engineering

**Police.** The Virginia Defense Council has already outlined and turned over to the State Police for completion and administration the Civil Protective Mobilization Plan. This is designed to aid localities in an emergency and to save the localities from carrying an unduly large police force. This will not eliminate, however, the necessity for adequate police forces in each locality to handle every-day needs. In many instances police forces will be called upon to handle extra duties and increased routine work. This situation should be carefully watched.

Traffic will be increased tremendously in many sections. Studies should be made of traffic hazards and traffic congestion. Improper light timing, narrow bridges, sharp curves, lack of adequate by-passes and so on should be analyzed carefully. Staggered work hours and different times for opening and closing of schools and business establishments are simple means of relieving periodic traffic congestion. The State Police Force is very limited in size and every effort should be made to ease their burden as well as that of the sheriffs and local police

**Counter-espionage, anti-sabotage, and subversive activity investigations** are all being handled by the Federal Bureau of Investigation with the assistance of the State and local law enforcement officials. Amateur efforts in this field, no matter how well intentioned, would most likely produce harmful results. Notify the police but do not try to assist unless requested.

Federal Agencies:

Federal Bureau of Investigation

State Agencies:

State Police

**Education Facilities.** Two major types of education facilities will be needed, those for regular public school



training and those for vocational training. The first need can be determined roughly by estimates of the additional number of families to be served and the average number of children per family. Care should be taken to avoid constructing permanent facilities which will not be needed except for a short period. Temporary structures or rented space can be made to serve or a new permanent building might be built if it is to replace an old structure after the emergency is over.

Vocational training facilities are highly important. If classes are given at night, regular school facilities can be used for a portion of the classes. The important factor is training for the needs of the defense activities. The type of skill, number of each skill and the time they will be needed, all have an important bearing both on the training program and the type of facilities needed. See last paragraph under "Recreation".

**Federal Agencies:**

Federal Security Agency  
United States Office of Education

**State Agencies:**

State Department of Education  
Division of School Buildings  
Division of Trade and Industrial Education

**Disaster Plans.** The State Defense Council, with the cooperation and assistance of other agencies, is handling the preparation of disaster plans. Disaster plans include adequate provisions for the mobilization of all necessary and available aid at the scene of an emergency. This aid might include police, firemen, doctors and nurses. The Regional Councils should familiarize themselves with these plans, help perfect them in detail and inform citizens of the existence of the plans. Regional Councils should work upon

these plans only in accordance with the procedures as established by the State Defense Council.

State Agencies:

State Police  
State Department of Health

Local Agencies:

As type of disaster may dictate

**Food Supply.** Except for certain restricted commodities, the national food supply appears ample at this time. The immediate problem is largely that of providing additional food supplies at the particular scenes of major defense projects. This is more a problem of distribution than production. The labor supply will have a serious bearing on future production. There may be adjustments between existing local food supplies and the needs of the increased population that need study.

Federal Agencies:

U. S. Department of Agriculture  
National Defence Advisory Commission, Division  
of Agriculture

State Agencies:

State Department of Agriculture  
Agricultural Extension Service  
Home Demonstration Service  
State Milk Commission  
State Land Use Planning Committee

## K. COLLECTION OF INFORMATION

In order that the Regional Councils might make their decisions promptly and upon as sound a basis as possible, certain general information will be needed.

The first step should be to obtain adequate base maps at a sufficiently large scale. County maps at

1 to 20,000 and city maps at 1 to 500 or 1 to 1,000 will serve to meet most needs.

Information concerning every defense project and defense industry in the regions should be collected. Data, which can be released, on the defense projects concerning the number and type of employees employed and to be employed, number of trainees, type of products, transportation needs, relation to other nearby defense industries and similar factors will provide the basis for determining the extent of many of the problems.

Information on salaries and wages, transportation facilities, plant capacity, idle plants, utilities, traffic distribution, population distribution, recreation facilities, health facilities, agricultural production and other subjects which would serve to give a general picture of the region should be collected. This data should be so organized as to be readily available for the use of the Council and other interested agencies and persons. The State Planning Board is the State sponsor for a state-wide W. P. A. data-collecting project. The Planning Board will assist the Regional Councils or local planning commissions both in setting up a project and in organizing the collection of the data. It is repeated, long range planning should be used to aid the defense program. The solution to urgent defense problems, however, cannot be delayed until such plans are completed.

#### Federal Agencies:

U. S. Department of Commerce, Bureau of the  
Census  
National Resources Planning Board  
Work Projects Administration

#### State Agencies:

Virginia State Planning Board  
All State departments, agencies, and institutions.





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